



## THE COMMONWEALTH OF MASSACHUSETTS

## BOARD OF REGENTS OF HIGHER EDUCATION

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ANNUAL REPORT

BOARD OF REGENTS LONG RANGE PLAN  
FOR PUBLIC HIGHER EDUCATION IN MASSACHUSETTS

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## Introduction

The high point of the 1987-88 planning year (Fiscal Year 1988) occurred when Governor Dukakis signed into law a landmark statewide capital outlay program for the public higher education system. The act embodies major recommendations for the first three years of the Board of Regents' capital investment plan, "Foundations for Excellence" (1986). Capital planning at the state and campus levels absorbed a large part of the efforts of the Regents' planning staff in the course of the year, and enactment of this measure establishes much of our agenda for the future. At the same time, 1987-88 was a pivotal year in the comprehensive long-range planning cycle, with institutional five-year plans being completed and the Regents' statutory statewide planning process getting under way.

The year began with unprecedented integration of planning and budgeting, as Regents' staff reviewed preliminary long-range plan submissions from the colleges and universities in conjunction with FY'89 funding requests, and discussed them together with campus leadership. As a result of fiscal problems during the year, key planning positions and reserve funds were lost and campus administrators were distracted from long-term issues. This course of events did, however, justify the Regents' strengthened emphasis on strategic planning to prepare for unexpected contingencies, and on realistic assessment of resource needs and prospects.

## The Capital Plan

In the capital outlay field, the pattern was reversed. Initial disappointment over the slow progress of the legislation gave way, at the end of the year, to gratification at its passage. The Commonwealth's FY'89 appropriation of over \$457 million in capital outlay for its public colleges and universities represents the first systemwide comprehensive capital program for higher education in Massachusetts history. The total appropriation, almost three times larger than any



higher education has previously received, constitutes a giant first step toward implementation of the multi-year investment program put forward by the Board of Regents in November 1986.

The spirit of that plan may be summed up in four points:

- Our students, and the people of the Commonwealth, should be served by first-class public colleges and universities with first-class facilities.
- Capital investment in the public higher education system should be guided by the goals of academic quality and service set forth in the Regents' statewide plan.
- The capital needs of our system are urgent, and further delay in meeting them will incur incalculable long-term costs to Massachusetts.
- Realistic and responsible capital planning requires a long-term commitment to plan and construct the facilities we need, and to preserve the state's investment through regular maintenance.

The substance of the Regents' plan lies in its carefully formulated academic priorities:

- research facilities at the universities;
- academic space renewal at the state colleges; and
- improved access at the community colleges;

as well as preservation, repair, and infrastructure needs throughout the system.

During the past year, Regents' staff were continually occupied with refinement, rephrasing, and advocacy of the capital plan. Extensive time and effort also went into work with the campuses; almost half are engaged in development of new facilities master plans (which are closely related to comprehensive long range planning), and others have smaller projects in prospect. As implementation of the plan proceeds, the Board of Regents is likely to modify its procedures to accommodate the growing workload. The strengthened network of campus staff engineers provided in the FY'88 budget, and the Regents' planning reserve in the capital budget, will be very helpful, but the release and funding of planning positions for the Board are also necessary.

#### Campus Five-Year Plans

The two-year systemwide institutional planning process culminated on May 31, when new comprehensive plans were due from all public colleges and universities. This second cycle of five-





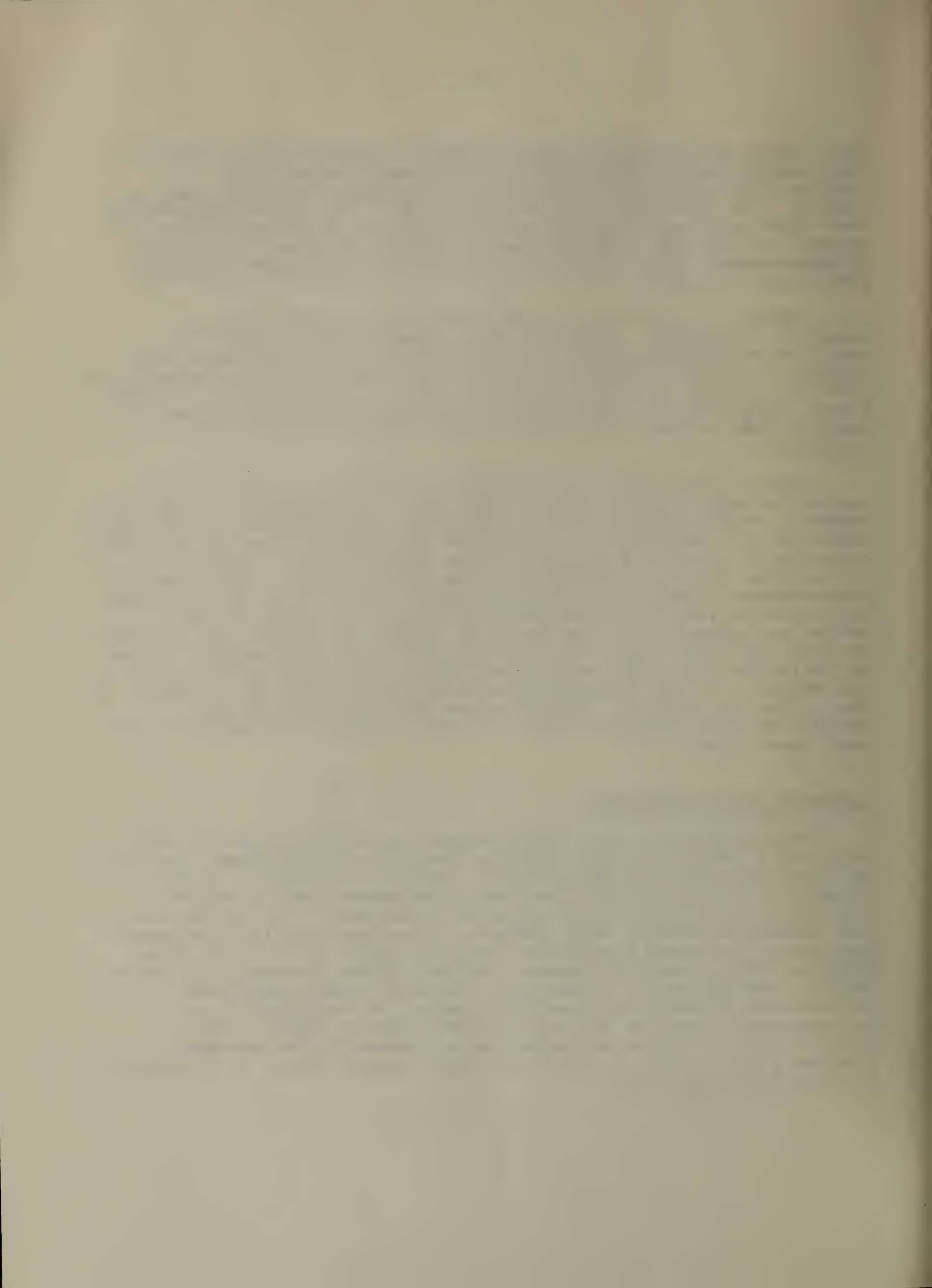
year plans was developed under Regents' guidelines, building on the institutional "Assessments of Current Status" and "Delineations of Strategic Decisions" prepared and reviewed in 1986-87. At the close of the fiscal year, all plans expected by that time had been received at the Regents' Planning Office. A number of campuses were granted extensions because of special circumstances, most commonly a recent or prospective change of president/chancellor.

Campus five-year plans are reviewed by staff from all Regents' divisions. Discussions of these reviews with institutional representatives are scheduled for September and October, in conjunction with the FY'90 budget review process. As with the initial planning cycle in 1982-83, the Board will vote formal approval, with or without qualification, of plans which fulfill the purposes set forth in the Regents' guidelines (Appendix I).

These guidelines are somewhat more directive than those issued in past years. The strategic planning approach, with its emphasis on key institutional decisions, is expected to serve the needs of the campuses in a period of uncertainty, but it is also intended to provide a basis for more effective and responsive state-level policy, planning, and administration. Extending the strengthened integration of planning and budgeting, the Regents have revised their procedures to promote use of the plans in review and approval of new academic degree proposals and program changes (Appendix II). In addition to presenting salient issues at individual colleges and universities, the submissions alert the Regents to emerging concerns affecting groups of campuses, or the system as a whole. These issues may then be addressed through special studies or task forces, and in the Regents' own Long Range Plan.

#### Lawrence Needs Assessment

One especially noteworthy campus planning initiative this year was a study to support expansion of Northern Essex Community College's presence in the City of Lawrence. Lawrence is the largest city in the state lacking a permanent public campus within its borders or in an adjacent community. Its low income and education levels, high drop-out rate, and growing immigrant population indicate a need for improved services in this area. Working with community groups, Northern Essex Community College (NECC), and an expert consultant, Regents' staff prepared a "City of Lawrence Educational Needs Analysis: A Demographic and Socioeconomic Context for Educational Reform" (March 1988; Appendix III). The study provides a framework for academic program planning for a permanent NECC branch, which is funded in the capital outlay act.



### Regents' Task Forces: Teacher Preparation

Of the three Task Forces established in response to Chancellor Jenifer's "Year Ahead" agenda for 1987, the first to complete its work was the Joint Task Force on Teacher Preparation, convened in cooperation with the Board of Education. It submitted its report, "Making Teaching a Major Profession," to its sponsoring bodies in September 1987 (Appendix IV). In November, both boards adopted the report's recommendations as the basic policy guide for teacher preparation.

Beginning in 1993, new teachers will be certified through a two-step process. The first stage, provisional certification, will ordinarily require a bachelors degree in a liberal arts or approved interdisciplinary major; and a teacher preparation program, generally equivalent to an education minor, involving 150 hours of supervised teaching experience. Full certification will require a clinical masters degree, incorporating additional coursework in both arts and sciences and education plus one year of teaching under the supervision of a mentor teacher and college faculty members. Teachers who attain certification under this program will have a comprehensive liberal arts education and a firm grounding in the theory and practice of teaching.

With the support of the Board of Regents, teacher training programs at all public colleges and universities will meet these standards by academic year 1989-1990. The Regents are also assisting independent colleges and universities in reforming their programs. During the past year, a number of Regents' committees have provided recommendations and guidelines to campuses and to the Board of Education on specific aspects of implementation, including minimal competencies for provisional and full certification, early childhood/community college programs, mentor teacher training and development, special education, the needs of non-traditional students, and physical education. In September 1988, the Chancellor and the Commissioner of Education will convene a committee to propose strategies to improve recruitment of minorities into the teaching profession.

### Student Financial Aid

In January 1988, the 21-member Task Force on Student Financial Aid completed its report, reviewing trends in aid patterns and recommending improvements in state programs (Appendix V). In the partnership to meet college costs, the panel noted, both the federal government and students' families had reduced their commitment in recent years, and institutional aid, though rising, was less likely to be targeted for needier students. The state role was thus of increasing the importance of ensuring access and some degree of choice. The report endorsed the newly-implemented system of indexing state scholarship awards, and called for a supplemental grant for







the neediest students, and recommended the improvement of programs to aid part-time students. It also recommended development of a plan to encourage saving for college expenses, particularly among middle-income families. In order to make the financial aid system more equitable, a rational relationship was proposed among scholarship award size, public-system tuition charges, and state appropriations for college operations.

The Task Force also noted that the complexity of the student-aid process was discouraging for many applicants. Improved information services and consolidation of the confusing proliferation of separate programs would be of particular importance to those most in need of assistance. To address significant non-financial barriers to access, counseling and support services should be strengthened and extended.

The Board of Regents and its Scholarship Office have taken administrative steps to implement many of these recommendations, including consolidation of grant and waiver programs. We have also filed legislation (S. 1669) necessary to effect some of the proposed changes.

### Continuing Education

The third "Year Ahead" Task Force, on Continuing Education, is still at work on the complex issues surrounding undergraduate credit and noncredit programs. In August 1987, the panel submitted an interim report on "Graduate Education at the State Colleges" (Appendix VI). These programs were a particular concern because, though an integral part of institutional missions, they exist only as self-supporting offerings, outside the regular state-supported activities of the colleges. Accreditation and review teams have consistently pointed out serious weaknesses arising from their anomalous status, notably in the areas of program cohesiveness, student services, and academic support.

The Task Force recognized that the State College programs provide important services, and recommended that their accessibility for part-time students be preserved. However, it found that self-support could not ensure adequate resources to maintain quality programs. Therefore, the Task Force concluded that no new self-supporting graduate programs should be instituted, and all existing programs should be converted to state support, or phased out. Graduate education, it recommended, should be freed from the statutory limitation on state support of evening, weekend, and summer programs, and collective bargaining agreements should permit assignment of regular faculty and staff to these programs.

In October the Board of Regents accepted the interim report, committing itself to seek state support of approved graduate programs now conducted on a self-supporting basis. Affected campuses were invited to submit proposals for "conversion" of





selected masters programs; however, staff evaluation of these requests was halted when it became evident that funding to support the initiative would not be available in FY89. Meanwhile Regents' staff, in consultation with the campuses, is proceeding with development of the statewide graduate education plan recommended by the Task Force. It is scheduled for completion in the Spring of 1989.

### Tuition Policy

To complete the linkage among Student Financial Aid, institutional support, and tuition recommended by the Task Force on Student Financial Aid, a new systemwide Tuition Policy for public higher education went into effect for FY89 (Appendix VII). The Policy, which was approved by the Board of Regents in May 1988, replaces the first formal policy adopted in 1984. It is designed to reinforce the partnership between the Commonwealth and the student in financing higher education, while promoting equity and ensuring access through the link to financial aid.

Under the new policy, undergraduate tuition at baccalaureate campuses will be set at 30 percent of the previous years' per-student state appropriation; the figure will be 25 percent for community colleges, 47.5 percent for most graduate programs. In achieving and maintaining this level, however, year-to-year increases shall not exceed 9 percent, and the Chancellor may recommend a lower figure if operating or scholarship appropriations are inadequate. Revenues generated by tuition increases are to be retained by the campuses to be used for specified purposes, so that students will benefit directly and visibly from their payments. These funds will provide a "margin of excellence" which has been to date lacking in our system. A pilot tuition retention measure was approved as part of the FY89 state budget.

### Program Review

The Regents' 1982 Long Range Plan for Public Higher Education in Massachusetts established a two-tier program review process: institutional reviews to examine all offerings on each campus in rotation; and statewide program of selected programs to assess overall needs and conditions. This five-year cycle concluded in FY88. Regents' staff is now evaluating the results of the review effort, and consulting with the colleges and universities to determine future directions for program review. In addition to the full cycle of institutional reviews, statewide reviews have been conducted in Engineering, Nursing, Business Administration, Teacher Education, and Computer Science. Although the elimination of the Program Review Reserve and related funding slowed implementation of the resulting recommendations in FY88, these reviews have been of continuing value, for example, in guiding the work of the Teacher Preparation and Continuing Education Task Forces.





## Undergraduate Education

The single topic of "undergraduate education" was selected for the Chancellor's "Year Ahead" agenda in 1987-88. The public colleges and universities of Massachusetts are deeply committed to graduate and professional education, to research, and to public and community service, but "the system's most important role is and will remain undergraduate education." This project therefore examines the core function of our campuses, with far-reaching implications for all aspects of higher education planning (Appendix VIII A-B).

Because of the scale and complexity of the subject this initiative will be a two-year effort, overlapping the development of the long-range plan with which it is in significant degree interdependent. Four working groups will draft reports and recommendations in specific areas: Curriculum; Assessment; Admissions, Retention, and Graduation; and Faculty Development. Using these products, a study group with broad representation will write an interim report, which will be circulated for comment. This will lead to submission of a final report in the Spring of 1989.

## The New Long Range Plan

A Long Range Plan for Public Higher Education in Massachusetts (Phase I), adopted by the Board of Regents in June 1982, laid out the governance structure, planning context, scope and mission of the system of public colleges and universities, and described priorities in the areas of access and academic program planning. Although the Board's enabling legislation mandates that its system plan "take into account the five year plans submitted by individual boards of trustees," this could not be achieved in the first cycle, because the Regents' plan laid the groundwork for the institutional plans. In the second cycle, the 1987 and 1988 campus submissions produced through the new round of institutional plans provide guidance for the statewide planning process.

The Regents' staff review of campus submissions has revealed a number of issues of broad concern. Some of these -- general education programs and standards, the need for a statewide graduate plan, and policy on satellite campuses -- are already being addressed by Board initiatives. Developmental education and academic support services, already a pressing problem, will become even more challenging as growing immigrant and minority populations, and Chapter 766 students, place increasingly diverse and difficult demands upon our institutions. Nearly every campus plan stresses the need for improved faculty development programs to build and maintain academic quality. The difficult fiscal situation in the past year has brought to the fore a number of key resource issues affecting the higher education system.





The Regents' planning effort will also build upon recent statewide policy and planning work, such as the task force reports and capital investment program; and ongoing initiatives, notably the Undergraduate Experience project. In addition, some new studies focusing on outstanding issues of systemwide concern will be conducted to support development of the plan. The strengthened data and research capacity now available have materially improved the Board's planning capabilities compared to the earlier cycle. (Some current data publications are attached as Appendix IX.) All of these will contribute to a broad-based consultative planning process, drawing upon the resources of the system and the wider higher education community, state government, community and service organizations, business and industry.

As a starting point for this process of developing the Board of Regents Long Range Plan, 1990-1995, Regents' staff have prepared a preliminary draft outline of the proposed plan (Appendix X). Entitled "Educating the Whole Society," it is designed to prepare the public higher education system for a new century with a changing society, a changing economy, and new requirements for effective citizenship. These changes imply redefined goals of social, economic, and individual development. They require that we create appropriate definitions and measures of quality, so that institutions may be accountable for performance based on the full scope of their missions. Public higher education in the 21st century must provide a diversity of services for a pluralistic society, and in doing so must meet the highest standards of a competitive world.



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APPENDICES

- I. Planning Guidelines 1987-88
- II. Process for the Submission of Program Requests to the Board of Regents
- III. City of Lawrence Educational Needs Analysis: A Demographic and Socioeconomic Context for Educational Reform
- IV. Making Teaching a Major Profession: Recommendations of the Joint Task Force on Teacher Preparation
- V. Report of the Task Force on Student Financial Aid: Expanding Opportunities for Higher Education in the Commonwealth: Quality, Access and Choice
- VI. Report of the Task Force on Continuing Education: Graduate Education at the State Colleges
- VII. A Margin for Excellence: A Tuition Policy for Public Higher Education in the Commonwealth
- VIII.
  - A. The Year Ahead: The Undergraduate Experience
  - B. Charges to Working Groups for the Study of the Undergraduate Experience -- Summary Memorandum
- IX. Educating the Whole Society: The Board of Regents Long Range Plan, 1990-1995 (preliminary draft outline)
- X.
  - A. Massachusetts Public Colleges and Universities Campus Data Report (1987)
  - B. Massachusetts Integrated Postsecondary Education Data System Summary Report 1986
  - C. Statistical Profile on Public Higher Education: Admissions, Enrollments and Degrees Conferred (1988)

Individual publications are available from the Board of Regents offices, Room 1401 McCormack Building, One Ashburton Place, Boston, Massachusetts 02108-1696; telephone (617) 727-7785.



